

PART D
PAROLE & POST-CUSTODIAL SUPERVISION

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BACKGROUND TO THIS REPORT ON PAROLE & POST-CUSTODIAL SUPERVISION

As part of its quarterly Status Report on Juvenile Justice Reform, the Division of Juvenile Justice (DJJ) was required to submit a preliminary Parole Reform plan to the Joint Legislative Budget Committee by December 1, 2005. As required, the plan provides a description of parole and post-custodial supervision, management and aftercare in the reformed state youth corrections system, including the status of any proposed realignment of parole supervision and services to county governments; a discussion of the facilities and programs that may be developed to improve aftercare services for youthful offenders upon release from custody; proposed changes in parole and post-custodial supervision, management and aftercare.

INTRODUCTION

DJJ currently provides parole services to approximately 3,608 offenders through 14 parole offices located throughout California. The parole offices are divided into two regions: the northern region, which supervises approximately 1,727 parolees, and the southern region, which supervises approximately 1,881 parolees. The northern region is comprised of six field offices encompassing 47 counties, including the Bay Area, the Central Coast, Northern California, and the San Joaquin Valley. The southern region includes eight field offices covering 11 counties, including Los Angeles, San Luis Obispo, Santa Barbara, Ventura, San Diego, and Imperial counties.

The sections that follow outline the current parole and post-custodial supervision. Particular attention is paid to the challenges posed by the existing system, as well as proposed changes to the current system, particularly those that are part of the *Farrell* remedial plans. Technically, parole is considered outside the scope of the *Farrell v. Hickman* lawsuit, but preparing youth to successfully re-enter the community falls under the purview of *Farrell*. Therefore, to the extent that some of these areas are covered by remedial plans, they will be described in this report.

In addition, recommendations contained in this report were contributed by a DJJ Parole Services Manual Team that was established in June in 2005⁷ and recommendations provided by internal and external stakeholders who attended a DJJ Transfer of Knowledge Conference, “Parole Re-Entry: A New Vision” in November 2005.⁸

⁷ In June 2005, DJJ Parole Operations assembled a team representing the Divisions of Juvenile and Adult Parole Operations to complete a critical analysis of legal, legislative, and regulatory authority for all DJJ parole policies and services. The completed analysis provides a “baseline” to begin restructuring juvenile parole policy and procedures based upon legal authority and research-based principles of re-entry services that are linked to measurable outcome objectives.

⁸ In early November 2005, DJJ held a Transfer of Knowledge (TOK) conference to establish collaborative partnerships with community-based organizations and other state and local governmental agencies. The Conference

STATUS OF PROPOSED REALIGNMENT OF PAROLE SUPERVISION AND SERVICES TO COUNTY GOVERNMENTS

Early in 2004, Governor Arnold Schwarzenegger convened a Juvenile Justice Reform Working Group, including representatives from Chief Probation Officers, Juvenile Court Judges, Sheriffs, Police Chiefs, District Attorneys, Public Defenders, Youth Advocates, County Administrators, and Board of Supervisors. This Working Group met several times in the Winter and Summer of 2004 to identify areas for potential reform.

One of the areas identified by the Working Group was the need for improved aftercare for youth who paroled from the state's facilities. It was decided that the state should explore transferring parole services from DJJ (then known as CYA) to the counties. There appeared, at the time, to be a general understanding that the decreasing size of the state's juvenile parolee population was resulting in extremely dispersed parole caseloads in some regions of the state. This, along with a belief that county probation departments were just as familiar with local services as state parole agents (if not more), resulted in a commitment by the Administration to develop a proposal to transfer parole services to the counties.

Since that time, however, continued discussions between the Administration and county representatives suggest that this option may not be as simple or as desirable as it originally appeared to the Reform Working Group. The Administration is committed to improving its ability to successfully prepare youthful offenders to re-enter their communities and in helping them to make this transition, but the Administration does not believe that there is enough interest to continue exploring the possibility of transferring parole services to the county level. For now, the Administration will continue to improve its parole services, as outlined in this report and as determined appropriate by ongoing discussions with internal and external stakeholders.⁹

DESCRIPTION OF PAROLE AND POST-CUSTODIAL SUPERVISION

Classification, Parole Supervision and Case Planning

Current System

Case planning begins at the time a Refer to Parole Report is sent from the institution to the parole office. Currently, there is no objective classification process for assigning cases, determining supervision needs, or developing and implementing parole plans. The current case assignment process is based on an offender's prior program placement and treatment services received within the institution. Parole staff are not typically included in the Reception Center process or in

was attended by a cross section of service providers, community providers, law enforcement and CDCR personnel who interact with and provide critical re-entry services to both juvenile and adult parolees.

⁹ It should be noted that the other area of consensus identified in the original Juvenile Justice Reform Working Group was around developing statewide outcome measures for juvenile justice reform. The California Juvenile Justice Accountability Project was established to continue this effort, and, in fact, just received a private grant to begin the next phase of this exciting project.

the development of Individual Change Plans (ICP) of offenders. Therefore, they must rely on the *Clinical Summary* that was generated at the time of acceptance to the Reception Center, the *Refer to Parole Report*, and their knowledge of available community resources to determine appropriate caseload assignments/supervision levels, transitional community services and required intervention needs.

Once assigned the case, the parole agent conducts a community investigation in order to complete the Parole Placement Plans (case plan). At a minimum, the case plan contains the following elements:

- Institutional recommendations for placement
- Documented contacts with institution staff, offender, service providers and family or next of kin, crime victims, law enforcement, etc.
- Release arrangements
- Notification and registration requirements
- Special conditions of parole
- Restitution balances and payment schedule, if required
- Planned parole program elements: education, employment, counseling, treatment programs, community service and/or residential placement
- Identified goals
- Case supervision approach/expectations
- List of available resources

Under the current system there are three types of caseloads:

- Intensive Re-entry Caseload - Intensive re-entry is designed to increase public protection by early detection and prevention of parole violations, and to provide maximum services during the most critical period, e.g., the transition from institutional to community living. Caseload ratios are 1:15. Each parole unit provides intensive re-entry services, in areas where it is geographically feasible. This program averages 90 days in duration, and is dependent upon the service needs of the youthful offenders released to parole. Intensive re-entry services include two contacts per week for the first 30 days and weekly contacts for the duration of the re-entry period. Also included is twice monthly substance abuse testing for parolees with substance issues, employment/education/job training assistance, individual and group counseling, subsidized placement, and other services as needed.
- Specialized Caseload - Each parole unit has one or more specialized caseloads, based on local needs. Parole agents are assigned fewer cases (1:30 budgeted ratio) than those with case management caseloads. Specialized caseloads provide concentrated, more intensive services for parolees with special needs, sex offenses, mental health problems, needs for specialized placement, and heavy gang activity. Parolees typically remain on specialized caseloads until they have exhibited stable behavior for a significant period of time and no longer pose a major threat to public safety or need intensive services.
- Case Management - Parolees are transferred to case management (90% of the caseload is budgeted at 50:1 and 10% is budget at 70:1) after intensive re-entry or upon transitioning

from a specialized caseload. Parolees are seen a minimum of twice per month if classified as maximum supervision/services, once per month if classified medium and every other month if classified minimum. The purpose of case management is to assist the parolee in maintaining acceptable levels of behavior, job, and at home, and a variety of collateral contacts.

- The determination of parole supervision levels occurs during case conferences with the Parole Agent of Record and the parole supervisor. The parolee is classified on identified risks, needs, and parole performance to determine the level of supervision.

Proposed Changes

The following changes are included in the *Farrell v. Hickman* remedial plans:

A comprehensive risk/needs assessment system will be established to accurately and more objectively assess the risks and need of youthful offenders and match treatment services to meet their needs, while building upon and developing strengths and protective factors. This assessment/reassessment will be used throughout a youth's time in the institutions as well as after they are released on parole. As part of the comprehensive classification system DJJ will utilize assessments to identify:

- Appropriate facility/program placement
- Targets for intervention (risks/strengths)
- Needs not necessarily linked to offense behavior (e.g. mental health, medical, education)

Reassessments will be utilized to determine progress and modify interventions, programs, and strategies accordingly, to increase effectiveness.

The dynamic factors in the assessment will be reassessed periodically through a multidisciplinary team process, to determine if risk is being reduced and protective factors and skills are being increased. The reassessment results (which include identifying the offender's motivation toward change in specific areas) will be discussed at case conferences and will assist in determining changes needed in the interventions, strategies, and individual treatment plan (known as the Individual Change and Accountability Plan in the Farrell plans).

Based on the results of the comprehensive risk/needs assessment, a multidisciplinary team, will develop a case plan that is realistic and addresses risk, criminogenic needs and builds on strengths. Plans will include measurable goals and objectives. The risk/needs assessment will be re-assessed periodically, throughout a youth's stay at a facility, prior to release to the community, and periodically, while on parole. The modifications of the case plans will be an ongoing, fluid process as the risk/needs re-assessments are done, and a youth's progress is reviewed.

The new assessment tool, which will be developed during the current fiscal year (DJJ received budget authority to issue this RFP in the 05/06 budget), will assist DJJ not only in providing appropriate services and interventions, but also in determining appropriate sanctions for parolees who violate parole conditions, based on their risk to re-offend and risk to public safety.

Once the comprehensive risk/needs assessment is implemented, DJJ will explore the option of adjusting the process of assigning cases, determining caseload sizes, determining contact standards and determining other resource provisions based on the objectively identified risk/need level of parolees. As described earlier, the key to this process will be the implementation of a standardized assessment tool which can determine the youth's risk to re-offend based upon objective criteria, completed at intake, reassessed regularly, including prior to release and periodically thereafter. This assessment will provide a clearer picture of the progress or regress in a parolee's treatment. Moreover, it will clearly show whether the parole agent is performing to standard in: 1) delivering the tool, 2) following the appropriate case plan, and 3) matching appropriate services/resources based on parolee risk/need.

Re-Entry Planning/Transition Services

Current System

Currently, re-entry planning begins typically 45 days prior to a youth's release to the community. The process provides minimal opportunities for family, community and victim input. A Referral to Parole Case Report is sent to the parole office to investigate the recommended placement. Required notifications are sent to the victims and/or next of kin, the committing court and local law enforcement at least 30 days before the hearing.

The parole agent reviews and discusses the Parole Case Report with institution staff and investigates appropriateness of the recommended placement. For specialized caseloads (i.e. mental health and sexual offender), the parole agent may begin re-entry planning with institution staff, the offender and his/her family at least six months prior to consideration of parole. Local law enforcement is alerted regarding the offender's pending release and the Individualized Parole Placement Plans are prepared to identify special conditions of parole, victim/community concerns (if any) and expectations in the areas of treatment, education, employment and restitution obligations. Coordination between DJJ institutions and the field parole offices can be fragmented and inconsistent.

In most cases, parolees are assigned to Intensive Re-entry Caseloads upon release to the community. Intensive re-entry is designed to increase public protection by early detection and prevention of parole violations, and to provide maximum services during the most critical period, e.g., the transition from institutional to community living. Caseload ratios are 1:15. Each parole unit provides intensive re-entry services, in areas where it is geographically feasible. This program averages 90 days in duration, and is dependent upon the service needs of the youthful offenders released to parole. Intensive re-entry services include two contacts per week for the first 30 days and weekly contacts for the duration of the re-entry period. Also included is twice monthly substance abuse testing as designated by Board of Parole Hearings, employment/education/job training assistance, individual and group counseling, subsidized placement, and other services as needed.

Currently DJJ administers \$3.7 million in general funds to be used specifically for transitional service contracts. These funds are designed to support core services in specific areas of mental

health, sex-offender, and substance abuse treatment, including residential and outpatient programs. Transition funding currently is budgeted and expended for contracted mental health, sex-offender, and substance abuse placement and counseling services. The funds support programs at the local level for residential treatment and outpatient day treatment services.

It is unclear whether these funds are sufficient to service all parolees in need. To assess the need for transitional services, DJJ analyzed the service needs of offenders who were paroled during FY 2004/05. Of those paroled, approximately 85% of the youthful offenders released were identified as needing transitional aftercare services for mental health, sex offender or substance abuse. Currently, transitional services are provided on a referral basis and awarded based on availability in the parole service area.

Proposed Changes

The following changes are included in the *Farrell v. Hickman* remedial plans:

DJJ will increase opportunities for regular and ongoing communication between institution and parole staff and begin the re-entry planning immediately upon arrival at the Reception Centers and continue throughout an offender's transition and stabilization in the community. The rationale for doing so is two-fold. The first is the recognition of the importance to begin addressing re-entry issues when an offender is *first* committed to a period of incarceration. The second involves the necessary focus upon the "pre-entry" identification and addressing of needs of offenders and their families, their victims and the communities to which they will eventually return (Gregorie et al., 2002)¹⁰. The Individual Change and Accountability Plan (ICAP) will include a specific section to address re-entry preparation in the areas of education, vocational training, employability preparation, substance abuse, mental health and/or sex offender counseling, housing and placement arrangements. In addition, parole staff, the family, crime victims/survivors, and community organizations will be included in the re-entry planning process as appropriate.

With these changes, a more seamless system will be created between institutional placement and community supervision. Pre-release and preparatory planning will begin at the onset of an offender's arrival at the Reception Center, through institutional placement, the re-entry/transition period and into the community. Prerelease planning procedures will be incorporated to ensure that necessary documents are secured (birth certificate, driver's license/identification card, social security number, Medicare, INS) prior to an offender's release. This will assist in expediting access to social services and securing employment in the community.

DJJ will begin conducting Community Assessment Reports (CARs) on all new DJJ commitments (This practice was eliminated in 1996). The CAR includes personal contact by the parole agent with the parents or other close relatives who are of significance in the youthful offender's life. It includes contacts and interviews with other people in the community who can provide significant information regarding the youthful offender. The primary purpose is to make personal contact with the family, community and the crime victim to verify the accuracy of the

¹⁰ Gregorie Beatty, Trudy, Lehman, Joseph, Malone, Dennis, Russell, Susan, Seymour, Anne, & Shapiro, Carol, (2002) "The Three 'R's' of ReEntry." Washington, D.C.: Justice Solutions.

material received from the county and to gather significant additional information regarding the offender. A secondary purpose is to establish a relationship with the family, and to begin to involve them in planning of the offender's future and eventual release to the community. The information in this report aids in decision making for the offender regarding institutional and parole programming.

Re-Entry Specialist positions will serve as liaisons to the institutions, parole offices, other agencies, systems and organizations to ensure that youthful offenders and their families are provided needed services in the community and to improve youthful offender transition to the community in the areas of education, employment, substance abuse, mental health, housing and required subsistence needs. The Re-Entry Specialist will begin working with the youthful offender and family at the time of commitment. Referrals will be made to other agencies and monitored to ensure services are accessed and appropriate to the youthful offender's needs. The primary focus of the positions will be to assist youthful offenders and families in the successful reentry of the offender back to their communities. The Re-Entry Specialist will work both within the facility and in the community to develop linkages with local service systems to leverage additional resources for youthful offenders once they are placed in the community.

DJJ will consult with experts to establish re-entry programs/step-down units at each facility to better prepare youthful offenders prior to returning to their communities. These units will include additional elements of the Core Rehabilitation/Treatment Program (see Safety and Welfare Plan in Part B. for a description) and will also include units for parole violators, addressing the specific treatment needs of this shorter-term population.

Youthful offenders will be afforded the opportunity to participate in pre-release transition services at least six months prior to their release to the community. Efforts will be made to place DJJ youthful offenders closer to home in order to solidify family reunification efforts and to formalize re-entry plans. DJJ staff on these units will continue the rehabilitation, treatment and training efforts in the Core Rehabilitation/Treatment Program and will assist youthful offenders in developing a strong work ethic, good work habits, essential skills needed for daily living and life coping skills. Individual, large and small group counseling and pre-parole presentations from community parole agents and community service providers will be provided. In addition, in person pre-parole contact with the offender will be conducted by the assigned field parole agent to begin transition services.

With the re-entry efforts mentioned above, DJJ will be in a better position to identify those cases which will require transitional aftercare services. By beginning the re-entry planning at the time of acceptance at the Reception Center, treatment needs will be addressed immediately along with allowing time for parole staff to begin the transition process much sooner and securing community resources for aftercare. In addition, DJJ will be able to project transition service needs much sooner in the youthful offender's commitment, which will lead to the appropriate and efficient allocation of available transition funds.

Aftercare Services

Current System

DJJ aftercare services are provided by a statewide system of parole regions divided into parole units. Services include pre-parole placement of offenders referred for parole release, and parole, which is supervision and control of parolee activity in the community and other treatment services according to parolee needs and time limitations. Aftercare services may vary from parole office to office depending on available community service providers, partnerships and contracted vendors, availability of funds and resourcefulness of parole staff. Parole aftercare services include, but are not limited to:

- Drug and alcohol treatment
- Sex Behavior Treatment continuum of care - Contracted counseling services, which include, but are not limited to, weekly counseling sessions (group and individual).
- Out of home placement
- Counseling services
- Electronic monitoring
- Educational services - classes are on site in Parole Offices and Charter Schools located in Sacramento, Watts, East LA, Central Valley, Stockton, South Coast, Inland, LA Metro, Gang Services (local school district operated Charter Schools), Oakland, San Jose, San Fernando and Covina.
- Parent education is provided to improve the parenting skills of parolee fathers/mothers through an educational parenting course with the intention of helping their children break the inter-generational cycle of learned violence and involvement in the criminal justice system.
- Employment/Vocational training
- Restitution collection and restorative justice activities
- Community service projects - Parolees are required to perform 80 hours of community services in order to receive an honorable discharge. Parole offices work with government agencies, non-profit organizations and businesses to provide parolees with community service projects to do clean-up, landscaping, remodeling and other services.
- Tattoo Removal - Parolees can have tattoos removed through a partnership with designated treatment facilities and hospitals in Northern and Southern California.
- Gang awareness counseling
- Life Skills
- Anger Management/Domestic Violence Group
- Pre-Parole Orientation
- Community Parole Orientation for Families and Significant Others

PARTNERSHIPS WITH COUNTY GOVERNMENTS

Current System

Currently, partnerships with county governments and community organizations are not nearly as strong as they could be. It is often difficult to obtain services for DJJ parolees in county-funded placements for minors, due to lack of space and limited resources. In addition, local mental health, education and employment services are often difficult to access.

However, the following are examples of promising county/DJJ partnerships:

- Southern California – Orange County Office of Education Franklin Outreach Program
Transitional services are provided for DJJ parolees through coordination of education and workforce skill training that will sustain successful re-entry into the community and reduce the rate of parole revocation. Parolees assigned to seven parole units within Southern California, benefit from a structured learning environment which addresses barriers to successful re-entry to the community. These include access to individualized education, employment, transportation, parenting, family re-integration, utilizing community resources, recovery groups, and social alternative activities.

Based upon a "wrap-around" service model, a collaborative team, including teachers, agents, parolees, and community and agency partners, ensures the various components of the Individualized Education Career Service Plan (IECSP) are implemented. Parole services and mandates are readily integrated into educational course work through the life-skills curriculum. The essential life-skills course is aligned with applied learning standards and implemented as a course for credit. Parolees have an opportunity to complete a full range of other courses, leading to a high-school diploma or GED certificate.

Parolees move through four stages of transition: basic re-entry services; community integration, cognitive restructuring training and employability/vocational assistance.

- Northern California - Project Choice
A collaborative effort between the City of Oakland, Oakland Police Department, California Department and Corrections and Rehabilitation Adult and Juvenile Institutional and Parole Divisions, the Oakland Private Industry Council, Alameda County Behavioral Health Services, County Probation Department and a network of faith-based and other community-based providers. The project is designed to reduce recidivism by providing additional support to parolees for successful re-entry into the community, while providing for a safer community.

Through a multi-agency Re-entry Steering Committee, with support from a state-level Interagency Coordinating Committee, Project Choice creates a unique mechanism and incentive for the state correctional agencies, parole boards, and other state agencies to work closely with communities to develop more effective local responses to enforcement and services. Program components include: beginning re-entry planning and service-provision 6-12 months prior to parole; intensive post-release supervision and support to enable parolees to fully utilize existing and new resources; and dedicated caseworkers called "coaches" with small caseloads, begin working with parolees prior to release in brokering services through a network of public, private and faith-based service providers.

DJJ would like to expand partnerships such as these and will work to identify available state and federal grant funds to do so.

Proposed Changes

The following changes are included in the *Farrell v. Hickman* remedial plans:

DJJ will establish Community/Court Liaisons to work extensively with the counties to improve communication, relationships and collaboration with the community, court and law enforcement. This will include: obtaining and exchanging information on family assessment/input; victim impact/input; court orders of restitution; conducting pre-screening and consultative services to the counties; providing orientation and training on DJJ programs and services; interpret and clarify intake policies and procedures for DJJ staff, courts, probation, attorney and others; assisting counties with identifying alternative strategies for cases that are rejected; and working with community based organizations to foster collaborative relationships to begin re-entry planning.

DJJ will establish Re-Entry Advisory committees at each parole region to include community organizations, family, crime victim/organizations and an institution, education and parole representative. The Re-Entry Advisory committee will assist DJJ with developing community capacity for services. Committee members will include community based organizations, family, crime victim/organizations, local law enforcement, social services and parole and institution, representatives.

Utilizing video conferencing for staffings will allow for re-entry planning to begin upon commitment to DJJ and provide a convenient means for regular and ongoing communication. Video conferencing can more readily include parole staff, family members and community providers in staffings typically held with the offender and institution staff.

FACILITIES AND CONTRACTS FOR RESIDENTIAL/AFTERCARE SERVICES

Current System

Currently, DJJ has a significant number of substance abuse contracts in both the northern and southern region. Substance abuse treatment staff from community programs work with offenders in the institution, as they parole either to residential placements in the community or to outpatient counseling.

In addition to these contracted services, parole offices have developed partnerships with substance abuse providers in their local area. Short-term residential, long-term residential, outpatient counseling and in some offices a contracted drug counselor provides services. Furthermore, collaboration with sober living coalitions have proven very successful for providing placement and drug counseling for some mid-level or moderate substance abusers who are on the right track and need community support to maintain sobriety.

Every parole office has individual contracts with service providers who conduct individual, group and counseling services for sex offenders. Contract providers begin transition services by going into the institutions and conducting pre-parole conferences with offenders pending release. Further, every office has established partnerships with residential facilities (group homes) for sex offenders, paid as vendors on a day-to-day fee basis.

DJJ currently has contracts for acute care beds and day-treatment mental health services. With the use of transition funds, the parole offices negotiate beds (at a daily rate on a vendor basis) at varied psychiatric placements such as secure care or Board and Care providers that are licensed by the Department of Mental Health. In addition, specialized mental health parole agents are responsible for developing specific resources and contacts in their local area for county mental health services.

Each parole office has a modest budget line item available to utilize for group home placements.. Privately operated group homes and sober living residences, are the most commonly utilized. They are required to meet authorization standards specifically established in DJJ policy for out-of-home placements. Homeless parolees, with no families and those who have severed all family relationships, are eligible for these placements. The range of services in group home placements varies from full services such as shelter, meals, counseling, and employment assistance to simply room and board. In urban areas, there are minimal to no group home placements available.

Proposed Changes

DJJ is exploring ways to expand services such as these in the future.

Parole Revocation Responsibilities

Current System

- Investigation - When a parole agent uncovers or receives information that the parolee may be involved in conduct contrary to his/her conditions of release, it is the responsibility of the parole agent to objectively collect evidence related to the possible violation.
- Case Staffing - The information that is discovered by the parole agent in the initial stages is discussed with the supervisor of the parole office. A course of action is determined considering public safety, the treatment needs of the parolee, and available confinement time.
- Detention - A parolee shall be detained when it is determined that there is a substantial risk that the parolee presents an immediate and significant danger to the person or property of another, or himself, or is in immediate danger of leaving the jurisdiction of the DJJ. If the plan of action is to detain the parolee, parole staff will arrange for the parolee's arrest, if the parolee has not been detained by local law enforcement. If the parolee is arrested by law enforcement, a positive identification of the parolee is made within 48 hours. When feasible, the parolee will be arrested in the parole office, otherwise a home arrest will be coordinated between law enforcement and parole. At the time that the parolee is arrested and transported to county jail, a warrant is requested and sent to CLETS (California Law Enforcement Tracking System) to place a hold and keep the parolee in custody. In addition, within five working days, the parole agent will serve the parolee with a "Notice to Parolee Awaiting Violation Action and advise the parolee of their rights.

- Hearings - The parole revocation hearing is the time and place set aside to determine the question of whether a parolee has violated the conditions of his/her parole, and, if so, whether a revocation of parole is appropriate. The hearing is a bifurcated proceeding with two distinct phases: the violation phase and the disposition phase. If the hearing officer determines that the parolee has violated his/her conditions of parole, the hearing proceeds to the disposition phase. During the disposition phase, the hearing officer reviews the parolee's case file and any other information relevant to disposition. The disposition could either be revoke or continue on parole. The Violation/Disposition Report is due within 30 days from the date of arrest and the hearing is held within 60 days from the date of arrest.

At a disposition hearing, the hearing officer may continue the parolee on parole when it is in the best interest of the community and to the advantage of the parolee. When a parolee is detained and continued on parole, release from the facility should occur within 24 hours. However, if a parolee does not have a placement to return to, or the agent needs time to establish / approve a new placement, a 30 day Temporary Detention (TD) can be utilized. In this case, the parolee would be released as soon as placement is established, not to exceed 30 days. Parole is revoked when the board hearing officer determines that the parolee needs additional institutional rehabilitation/treatment and training.

While parolees are in custody awaiting violation proceedings (i.e. undergoing court action), the parole agent conducts monthly visits.

Proposed Changes

- DJJ plans to review other state systems to explore the possibility of developing a sanction grid to include alternative interventions which appropriately address risks/needs of violation behaviors. DJJ's goal is to increase parolee success by providing supportive and preventive services and by placing parolees in the least restrictive environment in the community without jeopardizing public safety.

Performance Measurement/Data Collection

Current System

Currently, DJJ does not have a formal process for performance measurement nor does DJJ have a universal data management system that can track comprehensive offender information between the institution and parole staff. A rudimentary process of data collection occurs quarterly, wherein the parole agent reports information on a tally sheet on the number of cases in custody, missing, subsidized placements, employed, in school and receiving services. Services are specified as psychological, sex offender, substance abuse or life skills. The supervisor compiles all the parole agent data for the office and forwards the information to Region and Headquarters for a Branch report.

Unfortunately, current information technology positions are insufficient to meet operational needs.

The following data management systems are utilized by DJJ parole staff and are not connected with any institutional data systems:

- Youthful Offender Database Applications (YODA) - This application is utilized for complete parolee data. From the receipt of the request for parole plans through parole and discharge. It captures address, phone numbers, registrations, detentions, warrants, board appearances, time history, Offender Based Information Tracking System (OBITS) information, registrations, parole conditions, report due dates, unit rosters, agent assignments, INS status, etc.

The data entry for YODA begins at the parole office, when they receive the referral document from Intake and Court Services. It is updated when a request for parole plans, release, detention, etc. is received. Parole Agents do not have access to YODA. Only clerical and supervisors have access to review and input data.

- Field Information System (FIS) - This software is accessed and updated by the field parole agent using a handheld "notebook." The only information that the agent can view is of their own caseload. However, in the parole office, the agent may access contact information on parolees not assigned to them. The FIS system replaces the paper process, black binders agents used to carry with all of their casework notes, pictures, forms, etc. Parole Agents synchronize the FIS every few days, to receive updated information that has been placed into YODA.

Proposed Changes

The following changes are included in the *Farrell v. Hickman* remedial plans:

Parole offices will be provided access to the Ward Information Network (WIN) to allow staff to access and exchange information on offenders much sooner. This will allow for information sharing among the institution and parole staff for re-entry and transition planning. On parole violator cases, the field parole agent will be able to input critical information about violation behaviors, revocation proceedings, community supervision issues, victim safety concerns, and identified risks/needs. This will improve the institution's ability to modify the violator's treatment plan accordingly.

Additionally, DJJ will implement nationally recognized Performance Based Standards (PbS) which is an accountability system used in 27 states and the District of Columbia. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) called for the development of performance standards in 1995 to improve conditions of confinement at juvenile facilities. Developed and directed by the Council of Juvenile Correctional Administrators (CJCA), PbS sets national standards for the safety, education, health/mental health services, security, justice and order within facilities and provides the tools to collect data, analyze the results to design improvements, implement change then measure effectiveness with subsequent data collections.

Along with the PbS measures, DJJ will identify specific measures for parole and incorporate them in the data collection process.

Resource Plan

As explained throughout this report, many of the proposed changes, e.g. those related to preparing a youthful offender for successful re-entry prior to release from custody, are included in the *Farrell v. Hickman* remedial plans. A detailed assessment will be required to identify current parole service capacity, conduct a workload analysis and comprehensively identify existing resources, beyond those already identified in this report. DJJ will identify where it can leverage services and resources within CDCR and community partners. It is expected that additional resources may be needed to implement some of the above recommendations.